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Approved For Release 2002/08/28 : CIA-RDP80-00473A000200100012-0  
OCC Has Reviewed

DDA 76-5752

17 November 1976

MEMORANDUM FOR: Deputy Director of Central Intelligence  
FROM : John F. Blake  
Deputy Director for Administration  
SUBJECT : Legal Defense Fund

1. You have asked that I pursue the matter of establishing a "Legal Defense Fund" and present you with recommendations.

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2. On Friday, 12 November 1976, I convened a group consisting of Messrs. Wells, Lapham, Waller, Malanick, Falkiewicz, and [redacted]. We spent a very constructive and harmonious two hours defining the issue, analyzing the problem, and structuring recommendations. I outline for your below our collective thoughts which have collective agreement.

3. Our plan begins with two questions and then goes on to a series of either assertions or considerations. The two questions, which are now being studied by the Office of General Counsel, are:

a. Is there any legal prohibition to any solicitation of Agency employees? Headquarters Regulation [redacted] was considered. It states "Government employees are forbidden by law to give presents to official superiors or accept them from employees receiving lower salaries than themselves." While Mr. Lapham will be addressing himself to this, it does not appear that that Headquarters Regulation will be an inhibiting factor.

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b. Is it legal to use the time of government employees or government facilities and premises to conduct such a solicitation as we are considering?

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4. We now proceed to the basic ingredients of the proposed program:

a. Funds should be available to retirees as well as serving employees.

b. There are precedents elsewhere for raising legal aid funds.

c. There are precedents within the Agency for solicitation drives.

d. For purposes of accountability and public trust it might be better if we encouraged the receipt of checks as opposed to cash.

e. If a drive were to be conducted it must be made absolutely clear that there is not the slightest inference of coercion. Safeguards will be built into the system so that no lists will be maintained of Agency employees who contribute. The funds raised within the Agency will be transmitted by the responsible person conducting the internal drive to the external unit as described in subparagraph h. below. The individual responsible for conducting the internal drive will be instructed that that person is not to transmit information to any other individual in the Agency concerning the names of donors.

f. There should be both an internal solicitation and an external solicitation.

g. For purposes of internal solicitation of funds I would look to the Office of Personnel to furnish the impetus and manpower necessary. This would include the development and printing of appropriate announcements, contribution envelopes, and receptacles for deposit as well as a possible internal mailing address. For any expenses incurred in conducting the fund we might be wise to reimburse the Agency from the funds for any expenses incurred for materials and printing.

h. We would identify one or two distinguished alumni and ask them to accept the following responsibilities:

1) To organize an external solicitation drive.

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- 2) To be the initial recipient of all funds realized from the external drive.
- 3) To determine the amount of monies from the fund to be awarded to any eligible recipient. We believe a crucial point in our program is having the disbursement formula and determinations made by individuals other than serving Agency employees. We would leave to the discretion of the external chairperson(s) the selection of any additional colleagues to be associated with the drive and its disbursement administration. Those so chosen should obviously have no possible direct connection with the potential legal case at hand.

4) To agree to donate to either PSAS or EAF any funds surplus when the need for their use had expired.

i. Funds realized should only be used to assist those who are actually indicted and should not be used to help provide legal assistance during grand jury proceedings.

j. While all planning and arrangements for the program should proceed with due haste, the announcement and implementation of the drive should not commence until or before an indictment is issued.

k. The U.S. Civil Service Commission is the point of guidance to federal agencies on the conduct of solicitations. We would be wise to informally inform them of our intent.

l. Additional considerations will have to be given as to the matter of obtaining funds from field personnel.

5. Mr. Lapham, in replying to the draft memorandum on this matter, has furnished some thoughtful language as it pertains to the use of the funds. I quote his point:

"With respect to paragraph 4.i., I have had some second thoughts. The extent of the needs of current and former Agency employees

for legal representation at the grand jury stage of the proceedings remains unclear. So does the ability of this Office to procure pro bono representation that will fully meet those needs. It is entirely possible that the needs will be real and will outstrip our ability to obtain services on a pro bono basis. Since in my view it would be most unfortunate if those who may feel the need to consult counsel in connection with their grand jury appearances were to forgo the opportunity solely on the grounds that the legal fees were beyond their reach, I would like to leave open the possibility that, while the campaign might be activated only after the return of an indictment, the funds could be used to reimburse legal expenses incurred during the grand jury phase."

6. There is one other alternative for obtaining the services of an attorney after indictment. That is the procedure by which the court would appoint an attorney for the defense based on the contention that the defendant could not afford counsel. This is a rather complex matter and I would suggest we ask Tony to explain this to you when we meet to discuss this program.

7. If we embark on this venture, we should be aware that we are establishing a precedent. We also believe that to the degree possible the program should have the best possible understanding of and sympathy from senior Agency management. We would suggest to you that upon the submission of our final program version that you summon a special EAG meeting for its discussion.

/s/John F. Blake

John F. Blake

Distribution:

Orig - DDCI	✓ - DDA Subject w/background (DDA 76-5728; 5705; and 5693)
1 - DDO	1 - JFB "Legal Defense File) w/background
1 - OGC	1 - JFB EYES ONLY GENERAL
1 - IG	
1 - Asst to DCI (Mr. Falkiewicz)	
1 - DD/Pers	

DDA:JFBlake:der (17 January 1976)

EYES ONLY

DD/A Registry  
1260-5728

OGC 76-6436  
16 November 1976

MEMORANDUM FOR: Deputy Director for Administration

FROM: Anthony A. Lapham  
General Counsel

SUBJECT: Proposed Memo to DDCI Re Legal Defense Fund

STATINTL

1. I agree with [redacted] comment regarding paragraph 4.g. It is also my recollection that we thought it best that an external entity be the recipient of any internally-derived funds.

2. With respect to paragraph 4.h., I have had some second thoughts. The extent of the needs of current and former Agency employees for legal representation at the grand jury stage of the proceedings remains unclear. So does the ability of this Office to procure pro bono representation that will fully meet those needs. It is entirely possible that the needs will be real and will outstrip our ability to obtain services on a pro bono basis. Since in my view it would be most unfortunate if those who may feel the need to consult counsel in connection with their grand jury appearances were to forgo the opportunity solely on the grounds that the legal fees were beyond their reach, I would like to leave open the possibility that, while the campaign might be activated only after the return of any indictment, the funds could be used to reimburse legal expenses incurred during the grand jury phase.

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3. I believe it would be wise to include a provision, especially in light of paragraph 4.e, relating to the receipt of checks instead of cash, indicating that a desirable feature of any internal solicitation would be an arrangement that insulates the Agency from knowledge of who contributed and who did not. Such a provision might be inserted in paragraph 4.d.

STATINTL

[redacted]  
Anthony A. Lapham

cc: DDO  
IG  
Asst. to DCI  
DD/Personnel

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ROUTING AND RECORD SHEET

STATINTL

SUBJECT: (Optional)

FROM: <input type="text"/>	EXTENSION <input type="text"/>	NO. PERS 76-3383	DD/A Registry
Deputy Director of Personnel 5E 58, Headquarters.		DATE 15 November 1976	76-STATINTLHR
TO: (Officer designation, room number, and building)	DATE		OFFICER'S INITIALS
	RECEIVED	FORWARDED	
1. Deputy Director for Administration 7D 26, Headquarters			
2. <b>EYES ONLY</b>			
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Comments (Number each comment to show from whom to whom. Draw a line across column after each comment.)

Re the attached draft:

Paragraph 4g is specific with respect to responsibility for funds realized from the external drive. I could not find any assignment of responsibility for funds realized from the internal drive. My recollection is that we agreed that all funds obtained from Agency employees internally would also be given to someone outside of the Agency for disbursement.

You will recall also the point I made about the Civil Service Commission. I have found the Federal Personnel Manual, which is still current. You will note that there is no specific requirement that this kind of fund drive be approved by the Commission. See Section 3 of the attachment. I am sending a copy of this to Tony Lapham.

Attachment

cc: OGC

STATINTL

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## Executive Order 10927

### Abolishing the President's Committee on Fund-Raising Within the Federal Service and Providing for the Conduct of Fund-Raising Activities

By virtue of the authority vested in me as President of the United States, it is ordered as follows:

Section 1. The President's Committee on Fund-Raising Within the Federal Service, established by Executive Order No. 10728 of September 6, 1957, is hereby abolished, and that order is hereby revoked.

Section 2. (a) The Chairman of the Civil Service Commission shall make arrangements for such national voluntary health and welfare agencies and such other national voluntary agencies as may be appropriate to solicit funds from Federal employees and members of the armed forces at their places of employment or duty stations.

(b) In making the arrangements required by subsection (a) of this section, the Chairman of the Civil Service Commission is authorized to consult with appropriate interested persons and organizations, the national voluntary agencies, and the executive departments and agencies concerned. Such arrangements shall (1) permit true voluntary giving and reserve to the individual the option of disclosing his gift or

keeping it confidential; (2) designate specific periods during which solicitations may be conducted; and (3) provide for not more than three solicitations annually, except in cases of emergency or disaster appeals for which specific provision may be made by the Chairman of the Civil Service Commission.

Section 3. This order shall not apply to solicitations conducted by organizations composed of civilian employees or members of the armed forces among their own members for organizational support or for benefit or welfare funds for their members. Such solicitations shall be conducted under policies and procedures approved by the head of the department or agency concerned.

Section 4. All records and property of the President's Committee on Fund-Raising Within the Federal Service are hereby transferred to the Chairman of the Civil Service Commission.

Section 5. This order shall become effective forty-five days after its date.

JOHN F. KENNEDY

THE WHITE HOUSE,  
March 18, 1961.

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ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Legal Defense Fund

Legal

FROM: John F. Blake  
Deputy Director for Administration  
Room 7D24, Headquarters

EXTENSION

NO.

DDA 76-5752

DATE

18 November 1976

STAT OTHR

TO: (Officer designation, room number, and building)

DATE

OFFICER'S INITIALS

RECEIVED FORWARDER

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1. DDCI Room 7D-6011			
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Hank:

Attached is my proposal to you on the matter of a possible "Legal Defense Fund". We have a date on your calendar on Tuesday, 23 November at 10:00 a.m., to discuss this matter. I have asked Tony Lapham to STAT INTL join us.



John F. Blake

Att

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